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ABSTRACT

During 1969 and 1970, the Day Care and Child Development Council of America, Inc. (DCCDCA) provided technical assistance to citizens' committees formed in a number of communities and states to participate in the federally sponsored Community Coordinated Child Care (4-C) Program. This summary of the pilot 4-C program includes background, results, success factors, highlights of findings and recommendations, and is condensed from a 506 page final report (PS 004 455) on the program submitted by the DCCDCA to HEW's Office of Child Development. An extensive group of charts and tables is included in the document. (Author/AJ)

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Summary

COMMUNITY COORDINATED CHILD CARE:

A FEDERAL PARTNERSHIP IN BEHALF OF CHILDREN

A Final Report Submitted to the

U. S. Department of Health, Education and Welfare

Under the Provisions of
DHEW Contract No. OS-70-79
and
OEO Contract No. B89-4518

December 31, 1970

Day Care and Child Development Council of America, Inc.
1426 H Street, N. W.
Washington, D. C. 20005

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FOREWORD

During 1969 and 1970, the Day Care and Child Development Council of America, Inc. (DCCDCA) provided technical assistance to citizens' committees formed in a number of communities and State to participate in the Federally sponsored Community Coordinated Child Care (4-C) Program.

This summary contains major findings, conclusions, and recommendations, condensed from a 506-page final report on that program, submitted by the Day Care and Child Development Council of America, Inc. to HEW's Office of Child Development. The report was prepared in fulfillment of the portion of DCCDCA's contract* with the Office of Child Development calling for an omnibus report on the program and a summary report on each of 24 pilot programs.

The material in the final report was drawn from many sources, primarily the experiences of DCCDCA staff members who handled the intensive technical assistance effort. Also invaluable were contributions from numberous individuals throughout the country interested in early childhood programs, especially the participants in the Pilot Project Debriefing Workshop, held in Washington, D. C., July 29 and 30, 1970. Other essential information was gleaned from documents, memos, and other written materials obtained from national, regional, State and local sources.

Our appreciation is extended to all members of the Day Care and Child Development Council who worked on this contract, and to the staff of our subcontractor, United States Research and Development Corporation of New York City; to Preston Bruce and other officials at the Office of Child Development for their guidance and inspiration; to individuals connected with the various 4-C projects and the Federal Regional Committees, who received our ministrations patiently; and to other persons interested in community efforts toward better day care who contributed to our work.

Lawrence C. Feldman
Executive Director

DAY CARE AND CHILD DEVELOPMENT
COUNCIL OF AMERICA, INC.

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* Initially, the technical assistance was provided under OEO Contract No. B89-4518 in 1969. When Project Head Start was transmitted by OEO to the new Office of Child Development in HEW, this program was also transferred and given a new contract number, DHEW No. OS-70-79. The final report serves both contracts.

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A. CRISIS IN CHILD CARE

Millions of American children lack the basic care they need to grow up into healthy productive adults. Where children are concerned, America is almost a backward nation. Some 50,000 children under the age of seven die every year from neglect of their safety, diet, or medical needs; five-million children living in poverty need pre-school programs if they are to have any hope of learning later. Three-fourths of the cases of mental retardation in children stem from cultural, not genetic factors, according to estimates.

The cost of such neglect is high to the children who are deprived in body, mind, and emotions. It becomes obvious too, when we pay the bills for remedial health, education, welfare, and manpower programs that help to patch up adults damaged in childhood.

But not just the poor and disadvantaged families need child care programs -- so do surburban parents, working mothers, nearly every family with small children. The marked increase in employment of women (almost eight-fold since the start of World War II) has skyrocketed the demand for day care. Nearly half of the nation's mothers with school-age children are working at least part-time, it is estimated. Many other factors enter into the increased demand: increase in family mobility and urbanization; more families made fatherless through divorce, separation, or other causes; pressure to reduce the public welfare burden; and realization of the needs and opportunities for early childhood education.

Good children's services could help alleviate the problem, but there are only about 640,000 slots in licensed day care facilities to serve the 12 million young children who need care because their mothers work or for other reasons.

Operators of public and private day care programs are pressured by parents and community leaders to expand and improve services to children, but the path to such betterment is strewn with obstacles. The time and energy operators would like to spend designing improved programs are swallowed up by cyclical refunding crises and the constant search for sources of funds. Well trained staff is hard to find. A maze of licensing, zoning, health, and safety ordinances and laws too often defeat progress.

Because some local and national leaders recognize the problem, the government recently has become involved in child care services. But here, too, lie problems -- programs proliferate without coordination or comprehensive planning. Bureaucracy often leads to duplication of services, blind adherence to guidelines, and lack of responsiveness to local needs. To many in the child care field, coordination of activities and services has long seemed the only answer.

B. THE 4-C PROGRAM

Today a Federal program is underway to help communities and States meet their child care needs. The Community Coordinated Child Care program enables communities to plan and coordinate their services to children. Although conceived in Washington, 4-C has generated grass-roots enthusiasm among community leaders, parents, and professionals in the field.

After just about two-and-a-half years (from April 1968 to August 1970), the 4-C program can list some impressive accomplishments:

- 127 or more communities and States are actively organizing a 4-C effort.

- 24 pilot 4-C programs with Federal assistance (21 of these received Federal funds) have developed operational 4-C committees that are well on the way to improving communication and cooperation among agencies, parents, and others concerned about child care; creating efficiencies in existing children's programs; and fostering and coordinating new services to meet local needs. The pilots demonstrate the importance of government support to a community coordinated effort.

- 12 State and local 4-C organizations have been officially recognized as meeting all program criteria set in the 4-C Interim Policy Guide. (See Figure 1.)

- 75 communities have convened their first organizational meeting prior to electing a 4-C steering committee.

- 300 communities have expressed interest by requesting information on the 4-C program, and more inquiries are being received daily.

Clearly, 4-C has struck a responsive chord throughout the country; it is an idea whose time has come. As a result, the program has moved well beyond the initial demonstration phase to become a strong movement for improving and expanding services to the nation's children.

Here is a brief discussion of the Federal pilot 4-C program -- its results, background, success factors, highlights of findings, recommendations, and a word about the future -- summed up by the Day Care and Child Development Council of America, which provided technical assistance to the program and contributed to program development at the national and regional levels.

C. RESULTS OF THE PILOT EXPERIENCE

Sixteen communities initiated Community Coordinated Child Care committees under the 4-C pilot program administered by HEW: Atlanta, Miami; Wichita; San Antonio; Denver; Los Angeles; Seattle: Holyoke, Massachusetts; Westchester County, New York; Louisville, Kentucky; Flint, Michigan; Helena, Montana; Missoula, Montana; Portland, Oregon; Tupelo, Mississippi; and Zuni, New Mexico. Eight States were selected as 4-C State pilots: New Hampshire; Pennsylvania; Maryland; Ohio; Nebraska; Arkansas; Colorado; and Oregon.

1. Accomplishments

Two years of field experience give evidence that the Community Coordinated Child Care program has laid the groundwork for a sound, comprehensive approach to children's services in communities and States. Despite the difficulties encountered in the early stages of any program involving community organization, and in spite of a shortage of funds, 4-C projects at the local and State level can point to a solid list of specific achievements, most of them continuing into the present time. They include:

- Child care services in pilot and non-pilot 4-C communities have been improved and expanded through the systematic development and coordination of programs designed to meet community needs and initiate new child care programs. The number of child care programs has materially increased. Some 4-C programs have administered or operated services. Communities were helped to plan and set priorities for use of available resources. Exchange of information among agencies has contributed to better services.

- Community resources were mobilized on behalf of children. People from all segments of the community -- governors, mayors, other public officials, public and private agencies and organizations, parents, and concerned citizens -- have been drawn together by 4-C to discuss community needs and find ways to meet them. Existing children's services were surveyed and information exchanged and disseminated. Coordinative agreements were developed with public and private organizations serving children. New sources of funding were found -- often local funds were obtained to match Federal money for new programs. United Givers Funds and other voluntary organizations, as well as colleges, universities and churches, gave their support. (See Figures 2 and 3.)

- Administrative relationships between local programs and State and Federal governments were smoothed and simplified. The 4-C program exemplifies the value of having State and Federal objectives fed into the local planning process, and the converse value of State and Federal support for appropriately arrived-at local plans.

- Opportunities for staff development among child care personnel have been enhanced -- Through 4-C, a number of communities have started training programs for early childhood personnel, and have broadened career opportunities for day care workers through close cooperation with Head Start programs.

- Parents were given a voice in policy in program direction -- All 4-C pilots observed the requirement for one-third parent participation on their policy committee and other 4-C's are following this lead. Many parents made valuable contributions to discussion and planning, although problems in optimizing and utilizing parent input still remain.

- Economies resulting from sharing of services and activities and from joint purchasing were realized by some 4-C programs. More efficiencies can be expected as the 4-C program matures in many communities.

Some other 4-C goals have not yet been achieved to a significant extent, such as reaching a maximum number of families, giving priority to low-income families, and providing continuity of care for children by means of highly coordinated services throughout the community. These goals, integral to the 4-C concept, will become more attainable as the 4-C program progresses.

A 4-C program does not conflict with other coordinative bodies in a community, but rather interacts with them. In many areas, 4-C has helped the Model Cities agency with program planning and administration for day care services. Comprehensive health planning projects and CAMPS (Cooperative Area Manpower Planning Systems) are other Federal programs with which many 4-C's cooperate.

2. Regionalization

Although 4-C is a Federal program, its community projects are not administered from Washington. In keeping with a growing trend toward decentralization of Federal programs, the 4-C effort is administered through the ten new Federal regions. A Federal Regional 4-C Committee (FRC) in each region is authorized to approve funding

to individual projects, grant recognition to a 4-C program, and provide assistance and advice. Representatives from all major Federal agencies in that region relating to children's services usually sit on an FRC. Some FRC's include representatives of private and voluntary agencies as well.

3. Parent Participation

Parent participation, an important feature of the 4-C concept, offers a number of advantages. For one thing, the active participation of parents tends to allay community fears of "Federal control of our children" sometimes encountered. Parents who are members of a 4-C committee have a unique opportunity to be in on the initial planning of child care services for their community, help make policy, and participate in the allotment of funds -- a truly advanced form of citizen participation.

As in most forms of participatory government, problems are encountered. For example, it is not easy to be sure that all groups of parents (Head Start mothers, foster parents, middle-class families, etc.) are fairly represented. Nor can all participants be kept interested once they are involved. Some parents who eagerly participated at their neighborhood day care center find the 4-C concept a bit abstract -- all that talking about planning and coordination! Most 4-C programs, however, attempt to draw out parents on their committees, encourage active participation, and provide them with orientation and even training.

Thus the problem can turn into an asset. A parent who seems shy in the company of glib, knowledeagle agency professionals and community leaders can nevertheless bring a 4-C meeting down to earth by asking such questions as: "Why aren't more day care centers located on bus lines?" and "Why can't we just look up a number in the Yellow Pages to call for information on child care services?"

4. Funding

Money has been a recurrent problem at all levels of the 4-C program, which followed a deliberate plan of "under-funding". At the outset, enough funds were carved out of the Head Start budget to give most of the pilots $9,000 apiece for their initial administrative efforts. It was recognized that this was a token amount insufficient for normal operations, but pilots were expected to generate additional sources of funds. In mid-1970, small supplementary funds were given

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to most projects, but their outlook for the future is no higher a level of funding than in the past from HEW.

Most 4-C committees did not receive even the modest pilot funding until they were well into their programs and were forced to survive initially on in-kind contributions of staff time, facilities, and supplies from their communities. (See Figure 4.)

As a result, most 4-C pilot committees retain some of the worst and some of the best characteristics of volunteer efforts. On one hand, they lack permanency and are unable to sustain ambitious projects. On the other hand, they are lean and resourceful, with some proving quite adept at raising funds for their coordinative efforts from such local sources as the National Council of Jewish Women (Louisville), United Givers Funds, and the Junior League (Flint, Michigan). In general, however, the pilots have found that not much financial help can be expected from the States and localities, and 4-C must look to the Federal government for survival.

Indeed, many 4-C's have sought eligibility for certain other Federal funds, the most important source of which is Title IV-A of the Social Security Act of 1967, as amended. For every dollar a 4-C committee can raise from local or State grants or even from private sources (under certain conditions), the Federal government will match it with $3 to expand children's services and finance administrative costs. A recent Federal decision verifying that Title IV-A funds can be used for this purpose should help a number of 4-C programs around the country to expand and improve their communities' child care services.

Some forty-two 4-C committees have been able to obtain funding for training of child care personnel, mostly under provisions of the Social Security Act and the Education Professions Development Act.

D. BACKGROUND OF THE PROGRAM

The accomplishments of the 4-C program are all the more remarkable when the obstacles that confronted it are considered. The creation of the 4-C program has been described by one participant as "one of the greatest acts of bureaucratic jujitsu in the history of the Federal establishment." Unlike most Federal programs, 4-C began without a specific mandate from Congress and lacked any Congressional appropriation for funding. Administrative authority for operating the program was not vested in any one Federal department, and guidelines for governing it were not released until the program was well along.

The 4-C concept was originated by Jule Sugarman and other officials of the Head Start program, starting around January 1968. Concerned over lack of coordination at all levels of government to cope with the proliferation of programs for young children, they began to design a mechanism to bring order out of chaos. A similar concern was felt by Senator Jacob Javits of New York and other senators and staff of the Senate Labor and Public Welfare Committee, who saw that funding and direction of children's programs were becoming increasingly fragmented as more day care legislation was passed. Tentative direction for coordination of programs was inserted in several sections of the 1967 amendments to Title V of the Economic Opportunity Act of 1964.

After Sugarman became associate chief of HEW's Children's Bureau, in April 1968, he was also named chairman of the newly formed Federal Interagency Panel on Early Childhood, which set up a 4-C work group. Finally, it was decided to make a reality out of the Community Coordinated Child Care concept, and a technical assistance contract was let to the Day Care and Child Development Council of America, Inc. The Council was to build upon the interest that Sugarman and other Federal officials had stirred up in the States, regions, and communities; provide help to selected pilot communities; and monitor fiscal and other aspects of the 4-C program.

Because the 4-C program was "starting from scratch," the early phases were occupied with planning and organizing. Provision was made for the 4-C projects to be administered on a regional basis, with the newly formed Federal Regional Committees (FRC's) holding the powers of pilot selection, funding, and recognition. Several rounds of briefings were held throughout the country, and representatives of State and local agencies and others concerned with community child care came away with a rising interest and enthusiasm for 4-C. An original plan to establish 4-C in all 50 States was modified, and there evolved a demonstration program that was to eventually encompass 24 pilot projects, both State and local. The pilots were to form a model from which other communities could develop their own coordinative efforts.

Meanwhile, bureaucratic kinks were ironed out in Washington. Policy statements and eventually guidelines for the new program were provided by the 4-C Standing Committee in Washington.

By September 1969, most of the nine (later ten) Federal regions had named a State pilot and two or more local pilots. Other communities were organizing 4-C committees without pilot status. In both pilot and non-pilot communities, agency representatives and other interested citizens were beginning to meet and form 4-C committees to discuss child care needs and resources in their locale and to

plan for coordination in the future. Most committees found immediately that there was a tremendous demand for any and all information about children's services, Federal programs, funding, and the like.

E. HIGHLIGHTS OF FINDINGS

1. Community 4-C Pilots

- The enthusiastic response of many States and communities to 4-C indicates that the need for coordination of services is great and the 4-C concept can be utilized to meet it.

- As soon as it had a phone and an office, a 4-C committee usually found itself "in business" -- referring parents looking for day care, dispensing information, talking to agencies, helping write proposals -- in short, meeting certain community child care needs. The more requests they answered, the more they got.

- Serving as an information clearinghouse for the community on matters relating to child care and development proved an important function of a 4-C committee.

- Nearly all 4-C projects have obtained the cooperation of local public agencies, as called for under program guidelines. CAA's, Model Cities agencies, and welfare departments are foremost among those assisting 4-C's. (See Figure 2.)

- Health and Welfare Councils, and other private, non-profit organizations have been most hospitable to the 4-C concept and often contributed in-kind support. (See Figure 2.)

- Generally, proprietary day care operators have been receptive to 4-C, although a few indicated suspicions about program intentions.

- Most 4-C committees took a stand at one time or another on public policy affecting children -- relating to legislation, licensing, or standards.

- Lack of funds and uncertainty about funding has proved a serious problem for all 4-C committees. Since initial funds provided through HEW were insufficient, all programs had to scramble for support from other sources, delaying the start of their coordinative efforts in many instances. While most

programs were successful in obtaining in-kind services (staff time, office space, supplies, etc.) from local sources, they have had little luck in obtaining cash from local, State, or Federal sources. Of 16 local pilots, 11 were totally dependent for money on their pilot grants. A promising source of funds recently approved for 4-C use is Title IV-A money, available under the Social Security Act, as amended, 1967, and the pilots are beginning to utilize this. (See Figure 4.)

- The potential for local coordination of child care services is severely limited by this lack of funds; voluntary action is not enough and States and communities have not been able to give sufficient help. Comprehensive Federal funding is a necessity.

- The role of the coordinating agency is critical to a 4-C program. Usually an agency, particularly a line organization responsible for a service program, cannot coordinate other agencies. While all 4-C committees were fostered in the initial stages by existing agencies, most have incorporated or are doing so to establish their independence.

- Four-C seems to be less successful in large cities where there is little sense of community -- 8 of America's 12 largest cities have shown little interest in 4-C. Rural areas also pose problems in terms of coordination and resources.

- Parent participation is a promising aspect of the 4-C idea that has not been fully realized as yet. As users of day care services, parents bring to the program a practical point of view, but they need encouragement and training to maximize their contribution.

- Some eight communities and four States have achieved formal recognition from their FRC's as fulfilling all 4-C guidelines. In most cases, this accomplishment resulted from strong FRC encouragement and assistance, since no specific benefits accrue to a program upon recognition. (See Figure 1.)

- The pilot and non-pilot 4-C committees that applied for recognition found that the process of obtaining the mandatory coordinative agreements between participating agencies and organizations was more useful in the short run than the agreements themselves. Most pilots have not yet developed formal coordinative agreements, having spent their initial grant period getting organized and seeking funding.

- Valuable training programs for child care personnel, financed with Federal funding, have been conducted in a number of communities under 4-C sponsorship.

2. State 4-C Program

The 4-C concept was not received with as much interest and enthusiasm by the States as by the communities. At least one State declined to be the State pilot for its region, and several of the eight State pilot programs have dragged their feet in initial organization and coordinative efforts.

However, where State 4-C committees exist, nearly all State agencies have cooperated with the program, and 4-C has facilitated a valuable exchange of information among them. Developing joint planning for children's services among State agencies, offering technical assistance to local 4-C committees, and providing information about child care matters are the most important functions of State 4-C's. Most State programs did not have staff available to provide technical assistance to local 4-C committees, as had been intended originally. Four State committees did help local committees obtain Title IV-A funds for child care coordination. (See Figure 3.)

The most effective State committees, both pilot and non-pilot, are part of the governor's office or established by the governor's executive order. Official sanction and support are essential to 4-C success on the State level, while communities can make a start on improving services through voluntary coordination. A number of State 4-C efforts were initiated by State welfare departments, which are usually involved in other Federally supported programs for children as well. Most State committees have found it difficult to obtain balanced parent participation from all parts of the State.

3. Federal Regional Direction

A Federal Regional Committee (FRC) with a strong, skilled chairman, interested in the 4-C concept, was usually able to give significant support to communities involved in or contemplating Community Coordinated Child Care activities. Continuity of such leadership was an important factor. Distribution of information about 4-C among agency representatives at meetings was an important function of the FRC's. An attractive brochure on day care and 4-C prepared by the Chicago FRC was distributed widely in that region, with excellent response.

As Federal officials and regional representatives of their agencies, FRC members had at their fingertips a great deal of helpful information, which they were willing to dispense. Some FRC members made field visits to 4-C communities and answered mail and phone inquiries, with some technical assistance follow-up to encourage communities considering a 4-C effort.

However, because FRC members as agency representatives have many duties other than 4-C, they have never been able to devote the staff time to the 4-C program that the increasing level of local and State interest and activity demanded. In a few regions, FRC members were unclear about 4-C and did not know how to assist 4-C committees. Initially, some regional officials of Federal agencies were reluctant to participate on their FRC because they had no clear mandate to coordinate their own activities regionally through 4-C. Only the Dallas Region achieved some coordination of children's programs on the regional level.

4. Role of the Office of Child Development, HEW

HEW's Office of Child Development is the foremost Federal advocate for the responsive, effective delivery of children's services. It has demonstrated that a Federal agency can administer an intergovernmental coordinative mechanism for both public and private programs affecting children.

OCD's influence on the 4-C program is somewhat indirect, but important. OCD provides staff and administrative support to the inter-agency Federal Panel on Early Childhood and its 4-C Standing Committee, which makes national policy decisions on the 4-C program. The head of OCD's 4-C Division chairs the 4-C Standing Committee. OCD also influences 4-C through the FRC's, which administer the program, because in most regions, OCD's assistant regional director serves as FRC chairman. (See Figure 5.)

However, because OCD was created in 1969 amidst controversy with other Federal agencies over the administration of Head Start and other children's programs, it is sometimes hampered in administering 4-C. Other Federal offices tend to view 4-C as an OCD property, although it is intended to be a broad, inter-agency program requiring cooperation among many agencies. Also, OCD is a new office, still struggling for its role and identity.

Statutory provisions affecting various Federal children's programs have prevented OCD from coordinating all agencies at the Washington level. OCD administers only a few of the some 61 Federal

programs that significantly affect children. The joint Federal funding envisioned in 4-C literature is not presently realized, although OCD worked with the Bureau of the Budget on plans for multiple-source funding of a single application.

However, OCD staff did persuade the administrators of the Aid for Dependent Children Program to announce that Title IV-A money could be used to pay administrative costs for 4-C committees for coordination and community planning efforts.

As in the regions, staff insufficiences at the national level plague 4-C. The 4-C Division personnel in Washington have found it impossible to be in all the places or do all the things that coordination requires.

F. TECHNICAL ASSISTANCE BY THE DAY CARE AND CHILD DEVELOPMENT COUNCIL OF AMERICA

Technical assistance was provided to the 4-C pilot projects by the Day Care and Child Development Council of America (DCCDCA) from June 1, 1968 to August 31, 1970. A national, voluntary membership agency of concerned lay and professional citizens, DCCDCA was founded in 1968 to create an effective voice for children at the local, State, and national levels. As an advocate for children's programs, the Council's major purpose is to generate public understanding of and support for the development of universally available, quality daytime programs for children.

Among the tasks performed under DCCDCA's contract with HEW were the following:

- Conducted briefings on the 4-C program at national and regional Federal conferences on children's services, and at Head Start and a wide range of other meetings. Attended monthly FRC meetings in most regions to exchange 4-C information.

- Helped Federal officials to design and implement the 4-C program at the operational level, and to prepare reports and analyses on the program for the 4-C Standing Committee.

- Provided field assistance, consultation, and training for the 24 pilot communities and States involved in the 4-C program.

- Prepared and distributed literature on the 4-C program, including a 4-C Manual, interim policy guidelines, a fact sheet, publications list, a promotional brochure, a bi-monthly 4-C Newsletter, and a film slide series. (See Figure 6.)

- Oriented and trained its own field project staff, which ultimately comprised a project director and nine field staff officers, with respect to 4-C.

- Disseminated information on the 4-C progam and related subjects, including Federal funding, legislation, licensing, and publications, upon request.

- Interpreted 4-C guidelines for 4-C committees, and helped them get organized.

- Channeled 4-C pilot funds from HEW to pilot projects, helping prepare contracts and monitoring fiscal matters.

- Helped community leaders identify potential sources of funds for child care programs and guided them through proper channels to obtain funding.

- Obtained funds from the Ford Foundation to supplement DCCDCA's field staff capability and materials development effort to develop through a subcontractor an early childhood information system to benefit 4-C.

Certain functions were extended beyond the Council's August 31 contract deadline. DCCDCA continued to monitor fiscal arrangements for the pilot through October 31, 1970, and then embarked on an extensive 4-C materials development effort.

As a result of their close involvement with 4-C, DCCDCA's staff members reached the following conclusions on the role of technical assistance in the 4-C program:

- DCCDCA field officers played an important supportive role toward 4-C communities, many of which had no history of effective programs for children or had no financial base, and all suffering from the uncertainties of Federal funding. Pilots tended to view a field officer as a "pipeline to Washington;" that someone came from Washington to help them greatly encouraged them. As such, he became a spokesman for 4-C, exerting considerable influence.

- Information of all sorts was needed by the projects, particularly information about Federally funded programs, Federal trends relating to delivery of child care services, and pending legislation.

- Despite their ambiguous position as employees of a private contractor, DCCDCA field officers were frequently asked to interpret Federal 4-C guidelines and explain Federal policies.

- However, field officers often suffered a credibility gap when they promulgated information from Washington about Federal objectives and programs (Title IV-A funds, for example) that did not function as quickly or in the manner the Washington administrators had originally announced.

- Field officers acted as catalysts to the pilots, providing support, encouragement, objective judgements, uniformity, and direction.

- Field officers frequnetly transmitted ideas and information from one pilot project to another.

- Writing proposals for Federal funds was an unanticipated function that many field officers were called upon to exercise.

- Technical assistance based in Washington, rather than regionally, tended to create difficulties in providing meaningful services to such far-flung, hard-to-reach pilots as Missoula, Montana.

- Some pilot programs matured to the point where they needed more specialized technical assistance (in relation to certain kinds of programs, planning, data collection, etc.), which was beyond the scope of DCCDCA's field staff.

G. SUCCESS FACTORS

The 4-C program's successes to date in stirring community enthusiasm, establishing coordinative mechanisms for children's services, and expanding funding can be attributed to various factors present in the initial demonstration program:

- <u>The 4-C concept itself</u>, which is innovative, timely, and adaptable.

- <u>Good leadership</u> from the 4-C chairman or staff director in the community, especially in the critical early stages of program development.

- Visible Federal support of local and State plans and priorities developed through the 4-C process.

- Attraction of new resources, principally through Model Cities or Title IV-A funds, but also including local funding.

- Community size and sophistication - 4-C works best in a city together enough to have a sense of community or in a rural area large enough to have appropriate resources -- experience with government anti-poverty programs helps too.

- Technical assistance by skilled field officers familiar with the community.

H. RECOMMENDATIONS

With the expectation that the 4-C program will be on-going, the following recommendations, based on extensive and intensive field experience, are made:

- The 4-C program, now involving both pilot and non-pilot States and communities and the Federal Regional Committees, should be continued, strengthened, and supported by the Federal government. If 4-C is to have a significant effect on child care across the nation, it cannot be limited to the present 24 pilot programs, but efforts in non-pilot communities must also be supported and more cities and States encouraged to develop coordinative mechanisms.

- The coordination of children's services must be acknowledged as a Federal priority, with a national commitment of energy and resources to make it a reality.

- In any new delivery system for children's services, a full partnership between national, regional, State, and local levels of administration should be created to minimize inter-level rivalry.

- The Federal Government should commit itself to provide adequate operating funds for a qualified 4-C committee for at least two to three years.

- The division of policy-making functions between the 4-C Standing Committee and the FRC's needs clarification, as do the interrelationships between the FRC's, recognized state committees, and local committees.

- Information collecting and dispersing capabilities at all levels of the 4-C network should be expanded; the pilot experience indicates that timely information is a concrete commodity.

- The professional staff of OCD's 4-C Division should be at least doubled to increase its capacity to administer and coordinate the 4-C program.

- Each FRC should provide a full-time professional staff person, probably from the OCD regional office, to work on regional 4-C matters.

- A flexible program of generalized and specialized technical assistance (preferably based locally or regionally) is needed to meet the needs of localities and States just becoming interested in 4-C, as well as those with established programs.

- Periodic workshops, conferences, and training sessions should be held for State and local 4-C personnel and FRC staff and members to permit exchange of information and ideas.

- The process of recognition of a 4-C committee should be revised to provide for several phases, so that the FRC's might make earlier and more productive contacts with active 4-C committees in non-pilot communities.

- Local and State 4-C committees should be encouraged to give more consideration to maximizing contributions of parents to the 4-C program, and more literature on the subject should be made available.

- Because the 4-C concept emphasizes the value of program planning and service coordination at the level closest to the users of the services, metropolitan 4-C committees should develop closer ties with neighborhood groups.

I. THE FUTURE

Given the vast scope of the country's child care problem and the meagerness of the resources that have been committed to solving it at all levels, the Community Coordinated Child Care program has made a promising beginning. The enthusiasm with which communities have welcomed 4-C indicates that citizens are unhappy with inadequate, fragmented services and programs. They want to serve the total child, all children, the total community. Agencies and individuals alike

are hungry for new approaches to child care, and 4-C is struggling to provide them.

Thus, the future looks bright for 4-C. The 4-C idea has spread beyond the 24 pilot programs to many other communities and wherever it has been tried, citizens and community leaders have been enthusiastic.

Those citizens who worked long and hard on 4-C programs around the country are determined to keep it going. Pilot project representatives who attended the national Pilot Workshop in Washington during July 1970 sent a petition to HEW Secretary Elliot Richardson urging that all 4-C pilot programs be refunded, that new projects receive funds, and that all levels of government support 4-C in planning and implementing programs for children.

Most important of all, 4-C can be seen as a blueprint for the future, the forerunner of a comprehensive child care plan that could grow out of a true national commitment to the care and development of all children. Under such a program, as yet unrealized, all Federal services for children would be consolidated under one agency, administered by the regions, and planned and operated by the community. Adequated funding would be provided. Comprehensive area-wide planning would assure every child and parent of necessary services, tailored to needs. Staff training and technical assistance would be provided to every community desiring them. Four-C's early goal of funding community programs individually would give way to joint funding, eliminating the wasteful, frantic scramble from one program to another for dollars.

Legislation pending in Congress at this writing would further the cause of coordination of children's services. Foremost among proposed programs is the President's Family Assistance Plan (FAP), which features Federal support for day care services for children of working mothers. Other comprehensive bills would gather under a single authority area-wide planning, coordination, and local decision-making. Also, a Federal Child Care Corporation is proposed. All such plans could be readily adapted to the already developed 4-C structure.

The children themselves and their families would be the chief beneficiaries of this kind of sensible system -- the 4-C of the future.

CHARTS AND TABLES

Figure 1. RECOGNIZED 4-C COMMITTEES * BY REGION
(As of August 31, 1970)

4-C COMMITTEE AND REGION	DATE OF RECOGNITION	FRC DESIGNATED PILOT
Region I (Boston)		
Vermont	May 16, 1970	no
Massachusetts	May 21, 1970	no
Holyoke/Chicopee	August 18, 1970	yes
New Hampshire	August 18, 1970	yes
Region V (Chicago)		
Indianapolis, Indiana	March 26, 1970	no
Gary, Indiana	June 9, 1970	no
Region VII (Dallas/Fort Worth)		
San Antonio, Texas	April 16, 1970	yes
McAlester, Oklahoma	April 16, 1970	no
El Dorado (Union County), Arkansas	May 21, 1970	no
Waco, Texas	May 21, 1970	no
Houston, Texas	June 9, 1970	no
Arkansas	August 11, 1970	yes

*Recognized by their Federal Regional 4-C Committees (FRC's) as meeting the specific criteria for recognition set down in the 4-C Interim Policy Guide, which requires written evidence that committees are correctly organized and have obtained interagency coordinative agreements.

Figure 2. MEMBERSHIP OF LOCAL 4-C PILOT COMMITTEES: A BREAKDOWN

NOTE: This chart is based on incomplete data in DCCDCA files. It was not possible to ascertain the exact make-up of all 4-C committees. The absence of a "Y" (Yes) or "N" (No) in a space indicates that definite information was not available -- a blank space does not imply the absence of such members on that committee. A "Y" is simply positive, but "N" could either mean that the agency or organization listed is not a 4-C member, or that no such group exists in that pilot. Furthermore, the list of categories is not exhaustive; a few categories are omitted, either for purposes of simplication or for lack of information. (As of August 31, 1970.)

CATEGORY OF MEMBERS	HOLYOKE, MASS	WESTCHESTER, N Y	LOUISVILLE, KY	ATLANTA, GA	MIAMI, FLA	FLINT, MICH	WICHITA, KANS	SAN ANTONIO, TEX	DENVER, COLO	HELENA, MONT	MISSOULA, MONT	LOS ANGELES, CALIF	PORTLAND, OREG	SEATTLE, WASH	NATIONAL PILOTS: TUPELO, MISS	NATIONAL PILOTS: ZUNI, N. MEX**
PARENTS																
Head Start programs	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Private centers	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y		
AFDC recipients	N		Y	Y	Y		Y	Y	Y	Y	Y		N	Y		
Parent Teacher Assn.	Y			Y			Y		Y	Y	Y		N	N		
Retarded Children's Assn Mem	Y				Y		Y	Y	N		Y		N	N	N	
CHILD DEVELOPMENT CENTER DIRECTORS*	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
PUBLIC AGENCIES																
Community Action Agency (Includes Head Start)	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	
Employment Security Dept	N	N	Y	N	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	
Department of Public Health	Y	Y	N	Y		Y	Y	Y	Y	Y	Y	Y	N	Y	Y	
Mental Health Dept/ Mental Retardation Office	N	Y	N	N	N	Y	Y	Y	Y	N	Y	N	N	N	Y	

* Representatives of publicly supported, private non-profit, and proprietary centers.

** The Zuni pilot committee is in process of being organized.

(contd.)

Figure 2. MEMBERSHIP OF LOCAL 4 C PILOT COMMITTEES: A BREAKDOWN (cont.)

CATEGORY OF MEMBERS	HOLYOKE, MASS	WESTCHESTER, N Y	LOUISVILLE, KY	ATLANTA, GA	MIAMI, FLA	FLINT, MICH	WICHITA, KANS	SAN ANTONIO, TEX	DENVER, COLO	HELENA, MONT	MISSOULA, MONT	LOS ANGELES, CALIF	PORTLAND, OREG	SEATTLE, WASH	NATIONAL PILOTS: TUPELO, MISS	NATIONAL PILOTS: ZUNI, N. MEX*
PUBLIC AGENCIES (Cont.)																
Model Cities agency	Y	N	N	Y	Y	Y	Y	Y	Y		N	N	Y	Y	N	
Municipal housing authority			Y	Y	Y	N	N	Y	N	N	N	N	Y	N	N	
School districts	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Dept of Welfare, Social Svcs.	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	
Child and Family Services, Child Welfare Division	N	Y	Y	Y	Y	Y	Y	Y	Y		Y		Y	Y	Y	
PRIVATE AGENCIES																
Catholic Charities	N	Y	N	N	Y	Y	Y	Y	N	Y	N	N	N	N	N	
Day Care Assn.	Y	Y	Y	Y	Y	N	Y	Y	Y	N	Y	N	Y	Y	N	
Health and Welfare Council	Y	Y	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	N	
Mental Health Assn.	Y	Y	N	Y	Y	N	Y	Y	N	N	N	N	Y	N	Y	
YWCA	Y	N	N	N	Y	Y	Y	Y	N	N	Y	Y	N	Y	N	
YMCA	N	N	N	Y	Y	Y	N		N	Y	Y	N	N	N	N	
VOLUNTARY ORGANIZATIONS																
Assn/Early Childhood Educ.	N	Y		Y	Y		Y	Y	Y	N	N		N	N	N	
Assn/Proprietary Operators	N	Y	Y	Y	Y	Y	N		Y		N		N	Y	N	
Chamber of Commerce/ National Alliance of Businessmen	N			Y			Y	Y	Y		N		Y	Y	Y	
Junior League	N	Y	N	N	N	Y	Y	Y			N		Y	Y	N	
Labor unions	Y		N	Y			Y		Y	Y	N		Y	N		
National Council of Jewish Women	N	Y	Y		Y	Y	N		Y		N		Y	N	N	
INDIVIDUALS																
Businessmen/industrialists	Y	Y		Y		Y	Y	Y	Y		N	Y	Y	Y	Y	
Early childhood educators	Y	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	
Elected officials (city councilmen, etc.)	Y			Y			Y	Y	Y		N	Y	Y	N	Y	

* The Zuni pilot committee is in process of being organized.

Figure 3. MEMBERSHIP OF STATE 4-C PILOT COMMITTEES - A BREAKDOWN * August 31, 1970

	NEW HAMPSHIRE	PENNSYLVANIA	MARYLAND	OHIO	NEBRASKA	ARKANSAS	COLORADO	OREGON
PARENTS	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Head Start Program	yes	yes	yes		yes	yes	yes	
Private Centers	yes	yes	yes		yes			
AFDC Recipients	no		yes		yes	yes	yes	
PTA Member	no		yes			yes	yes	
State Assn. for Retarded Children	yes				no	yes		
STATE AGENCIES	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Department of Education	yes	yes	yes	no	yes	yes	yes	yes
Employment Security Department	yes	yes		no	no	yes		
Employment Services Offices				no	no			
Gorvernor's Office	yes	yes	no	no	yes	yes	no	yes
Department of Public Health	yes	yes	yes			yes	yes	yes
Department of Labor	yes			no	yes			
State Economic Opportunity Office (Includes Head Start)	yes		yes	yes	yes	yes	no	yes
Department of Welfare/Social Serv.		yes	yes	yes	yes	yes		yes
Child and Family Serv. Div./ Child Welfare Serv.	yes		yes	yes		yes	yes	yes
Maternal and Child Health Div.	yes		yes					
Mental Health Div./Mental Retardation Office	yes		no		no	yes	no	yes
MISCELLANEOUS MEMBERS								
City Offices for Model Cities	yes		yes	no	no	no	no	no
Colleges or Universities	no		yes		yes	yes	yes	yes
PRIVATE SECTOR	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Association for Mental Health			no	no	yes	yes	no	yes
Assn./Proprietary Day Care Operators	no		yes	no	yes	no	no	yes
Catholic Charities	yes		yes	no	no	no	yes	nc
Child Development Centers	yes		yes	yes		yes		yes
Early Childhood Education Assn.	no		yes	no	yes	yes	yes	yes
Industrialists/Businessmen	no		yes	no	no	no	yes	yes
Organized Labor	no		yes	no	no	no	no	no

*This chart is based on incomplete data in DCCDCA files. It was not possible to ascertain the exact make-up of all 4-C Committees. The absence of a "Yes" or "No" in a space indicates that definite information was not available -- a blank space does not imply the absence of such members on that committee. A "Yes" mark is simply positive, but "No" could either mean that the agency or organization listed is not a 4-C member, or that no such group exists in that pilot. Furthermore, the list of categories is not exhaustive; a few categories are omitted, either for purposes of simplification or for lack of information. (As of August 31, 1970.)

Figure 4. Sources of Funds and Other Substantial Support for 4-C Pilot Projects (through August 31, 1970)

Note: "Substantial support" refers to sustained "in-kind" help over at least several months, usually in the form of staff, office supplies, space, or equipment. Not shown are training grants or contract funds for services sub-contracted out.

PILOT	DATE OF SELECTION	CASH RECEIVED					IN-KIND SUPPORT (SOURCE)
		FEDERAL 4-C PILOT FUNDS			OTHER		
		FRC ALLOCATION		SUPPLE-MENTAL FUNDS 8/31/70			
		AMOUNT	DATE REC'D.		AMOUNT	SOURCE	
STATES:							
New Hampshire	5/23/69	$9,000	2/13/70	$1,778			State Economic Opportunity Office (SEOO)
Pennsylvania	8/26/69	non-funded pilot					
Maryland	4/8/69	9,000	2/13/70				
Ohio	6/23/69	non-funded pilot					
Nebraska	8/5/69	10,000	3/11/70		$ 250	Private individual	Department of Public Welfare SEOO State Department of Labor
Arkansas	5/7/69	9,000*	10/29/69 &1/12/70	$1,778			Governor's Executive Budget
Colorado	3/27/69	6,000	4/24/70				State Welfare Department
Oregon	8/11/69	8,000	3/25/70				
COMMUNITIES: Holyoke/ Chicopee	6/27/69	9,000	2/13/70	1,778			AFL-CIO
Westchester	7/19/69	9,000	2/13/70	1,778			Westchester Day Care Council

Figure 4. Sources of Funds and Other Substantial Support for 4-C Pilot Projects (cont.)

PILOT	DATE OF SELECTION	CASH RECEIVED: FEDERAL 4-C PILOT FUNDS: FRC ALLOCATION: AMOUNT	FRC ALLOCATION: DATE REC'D.	SUPPLEMENTAL FUNDS 8/31/70	OTHER: AMOUNT	OTHER: SOURCE	IN-KIND SUPPORT (SOURCE)
COMMUNITIES: Louisville/ Jefferson County	4/8/69	9,000	2/13/70		6,000	Council of Jewish Women	Louisville University
					4,000	Kentucky State Foundation	
Atlanta	4/30/69	9,000	2/13/70	1,778			Community Council
Miami	12/11/69	9,000	3/23/70	1,778			Urban Coalition
Flint	6/3/69	12,000	4/9/70				Private lawyer Junior League of Flint CAP General Motors
Wichita	9/2/69	8,000	3/11/70				UGN WACAPI (CAP)
San Antonio	5/13/69	9,000*	12/19/69 &2/13/70	1,778	5,000	Council of Governments	Model Cities
					3,500	Private foundation through Community Council	CAP Council of Governments Community Council
					2,500	Private foundation	
Denver	1/30/69	6,000*	7/28/69 &12/3/69	1,778	9,900	Catholic Archdiocese	CAA Model Cities Private individuals United Fund

*Received FRC allocation in two equal installments.

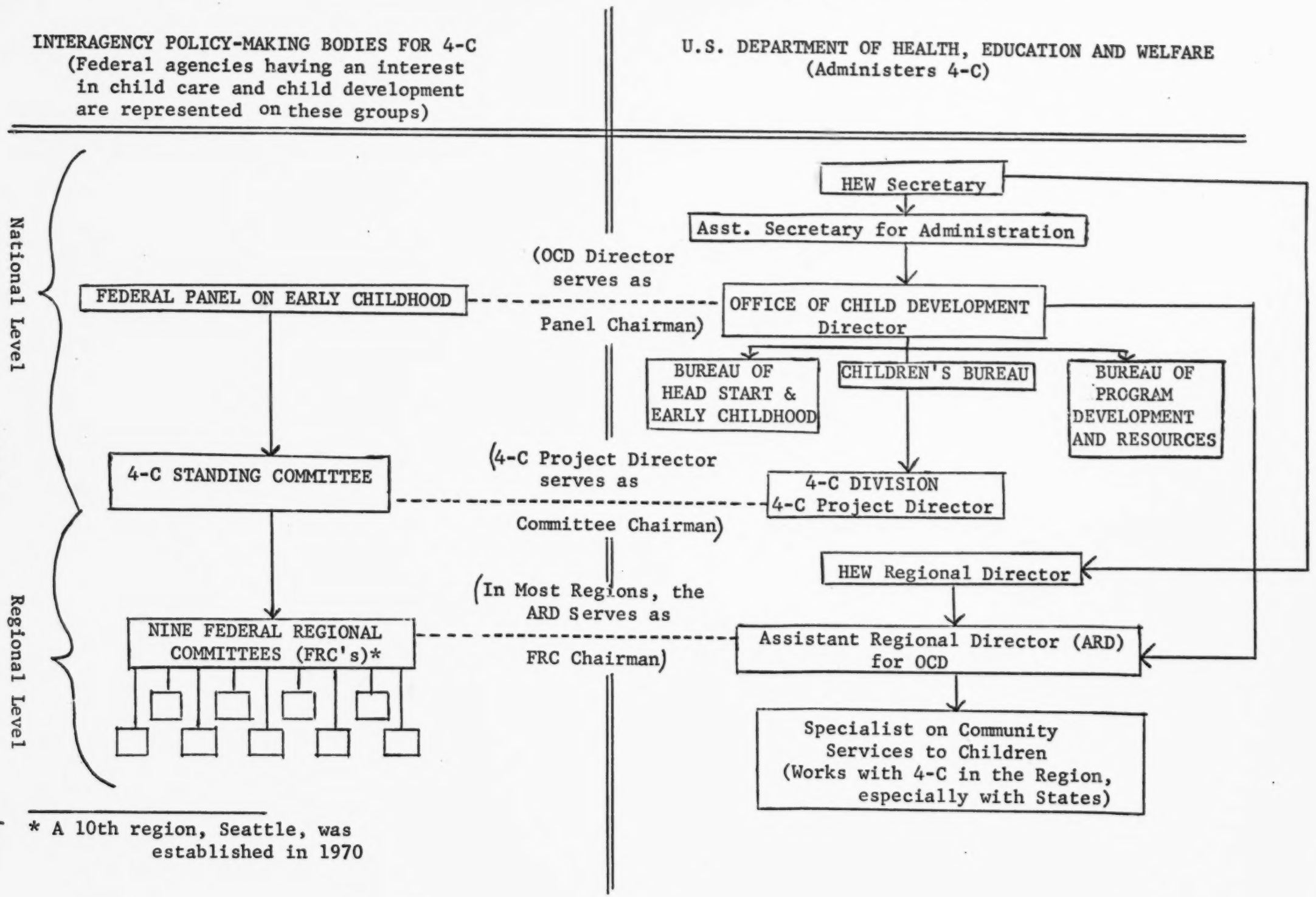
(cont.)

Figure 4. Sources of Funds and Other Substantial Support for 4-C Pilot Projects (cont.)

PILOT	DATE OF SELECTION	CASH RECEIVED: FEDERAL 4-C PILOT FUNDS: FRC ALLOCATION: AMOUNT	FRC ALLOCATION: DATE REC'D.	SUPPLEMENTAL FUNDS 8/31/70	OTHER: AMOUNT	OTHER: SOURCE	IN-KIND SUPPORT (SOURCE)
COMMUNITIES:							
Helena	6/26/69	6,000	1/13/70		10,000	Model Cities	CAA
Missoula	3/27/69	non-funded pilot			10,000	CAA	CAA
Los Angeles	8/11/69	5,000	2/13/70				Los Angeles Council of Churches
Seattle	8/11/69	5,000	2/13/70	8/12/70	1,778	Child care operator	UGN
Portland	8/11/69	non-funded pilot			2,000	UGN	Portland Development Commission
					3,000	Private foundation	Model Cities
					2,500	" "	
					2,000	" "	
					2,000	Council of Jewish Women	
					1,500	Pacific Bell	
NATIONAL:							
Zuni	1/28/70	9,000*	5/19/70 & 6/12/70				
Tupelo	3/20/70	9,000	5/21/70				CAA - Lift, Inc.

*Received FRC allocation in two equal installments

Figure 5. 4-C Policy-Making and Administrative Responsibilities
(A Chart Showing Linkages after September 1969 Reorganization)


INTERAGENCY POLICY-MAKING BODIES FOR 4-C
(Federal agencies having an interest in child care and child development are represented on these groups)
U.S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
(Administers 4-C)
National Level
Regional Level
HEW Secretary
Asst. Secretary for Administration
FEDERAL PANEL ON EARLY CHILDHOOD
(OCD Director serves as Panel Chairman)
OFFICE OF CHILD DEVELOPMENT
Director
BUREAU OF HEAD START & EARLY CHILDHOOD
CHILDREN'S BUREAU
BUREAU OF PROGRAM DEVELOPMENT AND RESOURCES
4-C STANDING COMMITTEE
(4-C Project Director serves as Committee Chairman)
4-C DIVISION
4-C Project Director
HEW Regional Director
NINE FEDERAL REGIONAL COMMITTEES (FRC's)*
(In Most Regions, the ARD Serves as FRC Chairman)
Assistant Regional Director (ARD) for OCD
Specialist on Community Services to Children
(Works with 4-C in the Region, especially with States)

* A 10th region, Seattle, was established in 1970

Figure 6. Publications on 4-C
Prepared by DCCDCA Under Contract

TITLE OF PUBLICATION	DATE OF PRINTING	APPROXIMATE NUMBER DISTRIBUTED AS OF 8/12/70
Fact Sheet on the 4-C Program (mimeograph)	January, 1969	450
Fact Sheet on 4-C Technical Assistance (mimeograph)	March, 1969	275
4-C Manual	July, 1969	930
Day Care and Child Development in Your Community	October, 1969	2,800
4-C Interim Policy Guidelines	October, 1969	2,650
Fact Sheet/Status Report	October, 1969	2,600
Selected Reference Sources	October, 1969	2,600
4-C Publications List	November, 1969	1,500
4-C Newsletter	March/April, 1970	4,800
4-C Newsletter	May/June, 1970	5,655